

Draft

THE BUREAU OF LAND MANAGEMENT
"AN OUTSIDE PERSPECTIVE ON ITS MANAGEMENT SYSTEM"

OUTLINE

- I. General Introduction
- II. BLM Management System
 - A. My view
 - B. Proposal
- III. Other Land Management Bureau's Interviews--Management Systems
 - A. National Park Service
 - B. U.S. Fish and Wildlife Service
 - C. U.S. Forest Service
- IV. Adjectives/Ideas Collected During Project Relating to BLM
- V. Summary

THE BUREAU OF LAND MANAGEMENT

"AN OUTSIDE PERSPECTIVE ON ITS MANAGEMENT SYSTEM"

By

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DEPARTMENTAL MANAGEMENT DEVELOPMENTAL PROGRAM

MANAGEMENT INTERN

OCTOBER 1, 1984 to November 16, 1984

I. INTRODUCTION

The following commentary is part of an Interior Department Management Intern training project for the Office of Planning and Environmental Coordination, Bureau of Land Management (BLM). The assignment was to examine the Bureau's overall management system and provide feedback on how it appears to work from an outsider's point of view. Often, a person detached from the everyday activities and concerns of an organization can provide valuable insight into how it operates.

My information on BLM's management system is from a short stay in the Bureau aided by reading internal memos, analyzing organization structure and functions, talking with staff, and visiting other Bureaus with land management responsibilities. In particular, information that I obtained on other Bureaus' management systems helped balance my perspective on BLM's management system.

My perspective on BLM's management system may miss much of the detail that would be utilized by a career BLM employee. No argument; I only hope my perspective provides a fresh view on this problem. My project is organized as follows: Section I is a general introduction, Section II is a discussion of my views on BLM's management system, Section III is a look at selected other Bureau's with land management responsibilities, Section IV is a listing of adjectives from BLM employees and myself describing the BLM, and V is a summary of the project.

("Organizational fantasies are an indication of its health. There are positive and negative fantasies.")

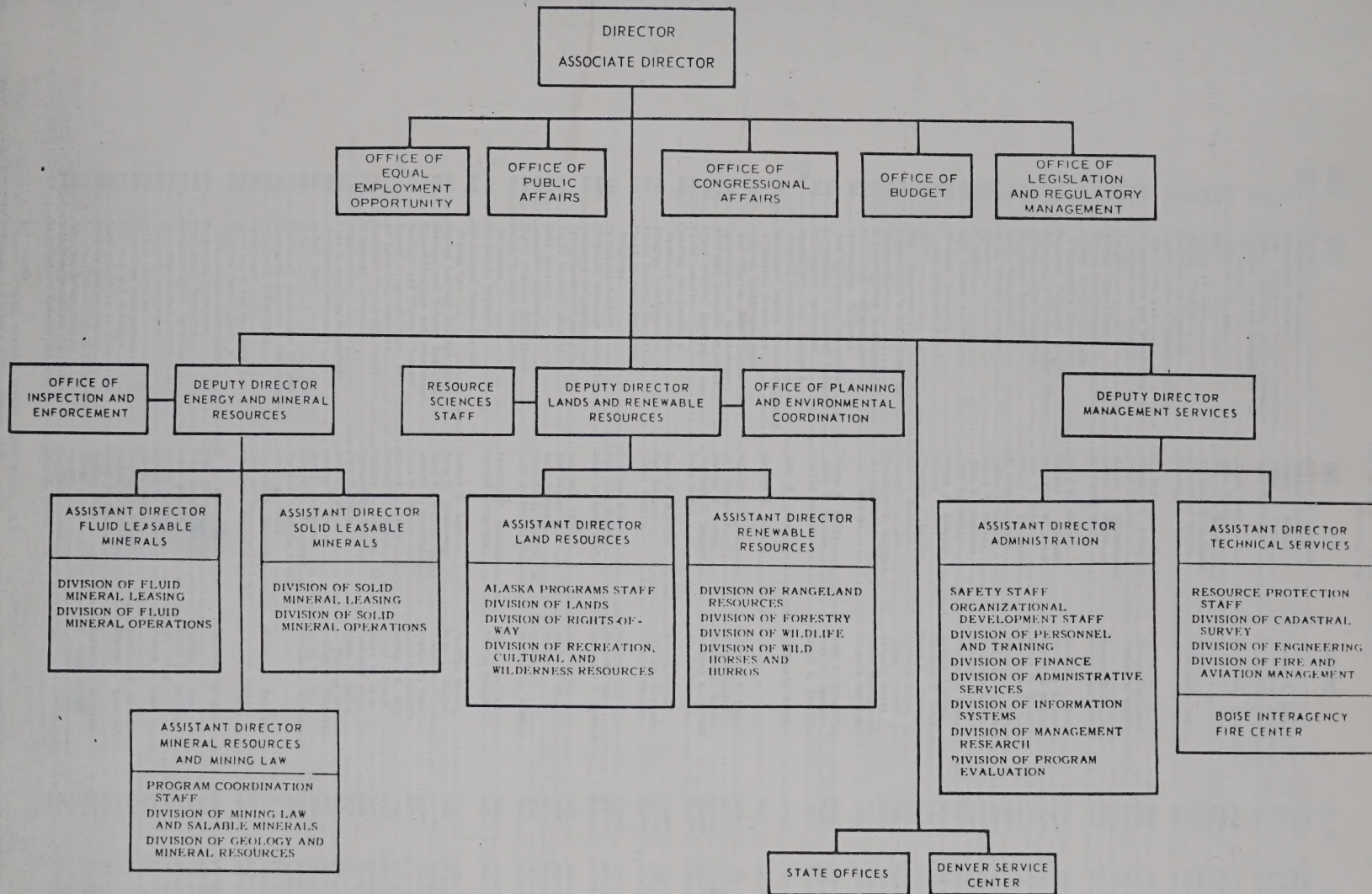
II. BUREAU OF LAND MANAGEMENT--AN OUTSIDE VIEW ON IT'S MANAGEMENT SYSTEM

The BLM is responsible for managing the Nation's public lands and their natural resources for the benefit of all Americans. Managing our Nation's public lands and natural resources is a very difficult and complex job that requires a very diverse and knowledgeable professional BLM workforce to successfully carry out its mission. Besides having a capable workforce, the Bureau must also be organized to best set its priorities, plan its programs, and successfully implement and monitor them. No small task for an organization faced with managing the Nation's public lands while caught between numerous political issues, budget reductions, morale problems, Presidential Management Initiatives, and a host of other problems. Can/will the Bureau's management system respond to these challenges? Will BLM simply wait for others to decide on how to meet these challenges? If the Bureau does not respond and enable outside forces this opportunity, future organizational direction may not reflect Bureau future interests. I strongly recommend BLM management take the initiative and be a "make-things-happen organization."

I believe the BLM must restructure its management system in order to maximize its ability to best meet forthcoming challenges. Organizationally, the Bureau is very compartmentalized with considerable autonomy between programs. Another description is the focus is on components (projects) rather than the working processes. Incremental management is very inefficient and reduces an organization's ability to react as a unit and resolve problems (Fig. 1 & 2). Adding to the problem, BLM is dispersed around the country with most of the employees in the western states. When an organization is widely dispersed, fragmented, reactive, has communication problems, inward-looking, very low management visibility, and control mechanisms are not organizationally linked, its ability to manage a highly dynamic program is very questionable! BLM has these above mentioned ailments and top management must recognize and tackle them.

The Bureau must examine the present management system and change it in order to be able to fully meet the challenges that are facing the Bureau now and in the future. For example, when I asked BLM employees how Bureau decisions are made and the effectiveness of formal communications many smiled, then frowned, and then began trying to explain how these basic tools of the organization function. The responses were varied, most said decisions were long in coming and communications were normally suspect and subject to change. The BLM organizational manual illustrates problems structurally in the Bureau contributing to this situation. Budget and land use planning, for example, are in different arms of the Bureau and no bridge exists between them. The planning and budget processes are the most important control mechanisms in an organization and must be linked! Commitments, priorities, capacities, and dollars must be closely linked in the Bureau to allow efficient management. Land use planning must be broadened to include budget and planning and should be used to support budget justifications and therefore support budget program appropriations as well as the link between planning and the annual workplan.

**DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
HEADQUARTERS ORGANIZATION**



CODE	TITLE	NAME	SECRETARY	RM. NO.	EXT.
100.....	Director.....	Robert F. Burford.....		5660.....	343-3801
100.....	Personal Assistant.....	Carole Purcell.....		5660.....	343-3801
101.....	Associate Director.....	James M. Parker.....	Marian A. Johnson.....	5651.....	343-3897
102.....	Assoc. Assistant to the Director.....	David P. Twicell.....	D. Frances Levenberry.....	5646.....	343-2701
103.....	Spec. Assistant to the Director.....	Lynn H. Engahl.....	D. Frances Levenberry.....	5646.....	343-2701
104.....	Special Program Liaison to the Director.....	James Cason.....	D. Frances Levenberry.....	5646.....	343-2701
105.....	ALMRS MO Liaison.....	Mike Kirby.....		3550.....	343-4786
110.....	MBO.....	Patricia Smith.....		5646.....	343-3306
120.....	Office of EEO.....	Richard E. Redmond, Jr.....	Vacant.....	5070.....	343-7978
130.....	Public Affairs.....	Elizabeth Morris.....	Modestenia Bush.....	5600.....	343-9435
132.....	Resource Information.....	Charles E. Most.....		5600.....	343-5717
133.....	Publications & Communications Services.....	E. Haywood Meeks (A).....		5614.....	343-5717
140.....	Legislation and Regulatory Mgmt.....	Eleanor R. Schwartz.....	Vivian Vontress.....	5555.....	343-8735
150.....	Congressional Affairs.....	John Tiller.....	Tommie E. Washington.....	5558.....	343-5101
160.....	Budget.....	Robert L. Hildebrand.....		5088.....	343-3516
161.....	Budget Operations.....	Katie B. White.....	Beverly C. Jackson.....	5546.....	343-8571
162.....	Budget Development.....	W. David Darby.....	Kathy Burleson.....	5060.....	343-4851
200.....	Deputy Director, Lands & Renewable Resources.....	Neil F. Morck.....	Beverly A. Davis.....	5654.....	343-4896
201.....	Resource Sciences Staff.....	Ronald L. Kuhlman.....	Patricia Holmes.....	906***.....	653-9200
202.....	Planning & Environmental Coord.....	David C. Williams.....	Marjorie McClone.....	906***.....	653-8824
210.....	AD-Renewable Resources.....	Guy E. Baier.....	Joyce V. Elliott.....	5626.....	343-4476
220.....	Rangeland.....	Billy R. Templeton.....	Patricia C. Taylor.....	5651.....	343-8193
221.....	Range Management.....	K. Lynn Bennett.....	Beverly C. Jackson.....	909***.....	653-9195
222.....	Soil, Water, & Air.....	James O'Connor.....	Sylvia C. Russell.....	909***.....	653-9210
230.....	Forestry.....	Henry R. Noldan.....	Clara L. Craig.....	901***.....	653-8864
240.....	Wildlife.....	John E. Crawford.....	Roberta Hissey.....	903***.....	653-9202
250.....	Wild Horses and Burros.....	John S. Boyles.....	Gussie L. Doster.....	901***.....	653-9215
310.....	AD-Land Resources.....	Frank A. Edwards.....	Carole Meadows.....	5643.....	343-6756
311.....	Alaska Programs Staff.....	Vacant.....	Roberta M. Pensoneau.....	3653.....	343-6511
320.....	Lands.....	Vincent J. Hecker.....	Mary D. Johnson.....	3643.....	343-8693
321.....	Land Resources.....	Lee M. Lalitala.....	Barbara Brown.....	3643.....	343-8693
322.....	Withdrawal & Withdrawal Review.....	Vacant.....	Lorna L. Ford.....	3646.....	343-8696
330.....	Rights-of-Way.....	Theodore G. Bingham.....	Tennell Smith.....	3660.....	343-5441
331.....	Rights-of-Way Development.....	Darrell Barnes.....	Queen Washington.....	3660.....	343-5441
332.....	Rights-of-Way Management.....	Jeffrey Holdren.....	Linette Abraham.....	3660.....	343-5441
340.....	Recreation, Cultural & Wilderness Resources.....	Joyce M. Kelly.....	Buni C. Fernelius.....	2661.....	343-6064
341.....	Recreation & Cultural Resources.....	Larry H. Mirkes.....	Rosa M. Speight.....	2657.....	343-9353
342.....	Wilderness Resources.....	Claire Newcomer.....	Carol A. Procopio.....	2661.....	343-6064
500.....	Deputy Director, Energy & Mineral Resources.....	John E. Latz.....	M. Angela Sears.....	5647.....	343-4201
501.....	Associate Deputy Director, Energy & Mineral Resources.....	Robert H. Lawton.....		5647.....	343-4437
501.....	Mineral Policy Analysis & Program Coordination.....	Vacant.....	Shirley M. Biggs.....	3429.....	343-5517
504.....	Inspection and Enforcement.....	Gil Lockwood.....	Char Phillips.....	600***.....	653-2200
610.....	AD-Fluid Leasable Minerals.....	George F. Brown.....	Pamela L. Moore.....	5629.....	343-3554
620.....	Fluid Mineral Leasing.....	Jeffrey F. Zabler.....	Peaches A. Butler.....	606***.....	653-2182
621.....	Fluid Leasing.....	Lois Mason.....	Ava Richardson.....	614***.....	653-2190
622.....	Leasing Management & Resource Evaluation.....	Karl P. Duschner.....	Arnta Warren.....	614***.....	653-2187
623.....	Program Development.....	Dan Patton.....	Cynthia Alexander.....	608***.....	653-2184
630.....	Fluid Mineral Operations.....	Eddie Wyatt.....	Gloria Johnson.....	634***.....	653-2127
631.....	Fluid Mineral Operations Programs.....	William Weber.....	Deborah Crosby.....	620***.....	653-2131
632.....	Technical Support.....	Sie Ling Chiang.....	Debra Gray.....	628***.....	653-2129
640.....	AD-Solid Leasable Minerals.....	Adam A. Sokoloski.....	Lorraine C. DuBoise.....	5640.....	343-4352
641.....	Resource Evaluation & Program Development Staff.....	Dan Dick (A).....	Mary Carson.....	3619.....	343-4537
650.....	Solid Mineral Leasing.....	Tom Walker.....	Julia A. Hull.....	3608.....	343-4636
651.....	Coal Leasing.....	Walt Revisinski.....	Vacant.....	3614.....	343-6821
652.....	Leasable Minerals.....	Francis R. Cherry, Jr.....	Vacant.....	3610.....	343-3258
660.....	Solid Mineral Operations.....	Paul W. Politzer.....	Pauline I. Edwards.....	3411.....	343-7722
661.....	Solid Mineral Operations Programs.....	Fredric J. Kerulis.....	Helen Archie.....	3421.....	343-7722
662.....	Technical Support.....	Harold W. Moritz.....	Evelyn Hogland.....	3421.....	343-7753
670.....	AD-Mineral Resources and Mining Law.....	Robert H. Lawton.....	Pauline Dawson.....	5640.....	343-4437
680.....	Mining Law and Salable Minerals.....	Dale E. Zimm.....	Rosa L. Taylor.....	3538.....	343-8537
690.....	Geology and Mineral Resources.....	Gary W. Horton.....	Jeanette D. Irving.....	640***.....	653-2263
691.....	Classification and Assessment.....	Robert O. Schrott.....	Sandra J. Cameron.....	640***.....	653-2263
692.....	Geology and Mineral Support.....	John W. Bebout.....	Lavonia Proctor.....	640***.....	653-2263
700.....	Deputy Director, Mgmt. Serv.....	Arnold E. Petty.....	Barbara K. Walker.....	5656.....	343-6731
710.....	AD-Technical Services.....	Robert A. Ritsch.....	Joann Johnson.....	5620.....	343-3114
711.....	Resource Protection Staff.....	Walter I. Johnson, Jr.....	Renee P. Hela.....	302*.....	653-8815
720.....	Cadastral Survey.....	Bernard W. Hostrop.....	Rosemary Sigillito.....	309*.....	653-8798
730.....	Engineering.....	John D. Tabb.....	Leon M. Burke.....	314*.....	653-8811
740.....	Fire & Aviation Management.....	Michael J. Hennel.....	Theresa Stewart.....	314*.....	653-8800
810.....	AD-Administration.....	Andrew J. Ondrof.....	Audrey M. Sawicki.....	5620.....	343-4864
811.....	Safety Staff.....	Jay C. Carpenter.....	Jerri Smith.....	307*.....	653-8851
820.....	Finance.....	Edward P. Greenberg.....	Constance M. Lassiter.....	3559.....	343-6743
821.....	Financial Management Systems.....	Stanley H. Kephart (A).....		3555.....	343-6743
822.....	Financial Reports & Operations.....	Jerry A. Fries.....		3547.....	343-4431
830.....	Personnel & Training.....	Richard R. Harrison.....	Audrey Y. Fields.....	3625.....	343-4601
831.....	Employment.....	John Hoffa.....		3070.....	343-3193
832.....	Position & Pay Management.....	Ronald R. Fox.....		3625.....	343-4601
833.....	Employee Development & Performance Improvement.....	E. K. James, Jr.....	LaGratta E. Abney.....	659***.....	653-8847
834.....	Personnel Services.....	John Ambre.....		3626.....	343-7645
840.....	Management Research.....	Joan J. Moeller.....	Miriam V. Kane.....	5617.....	343-6825
850.....	Administrative Services.....	Frank Napoli.....	Kathy C. Mullins.....	2444.....	343-2754
852.....	Procurement Management.....	Vacant.....	Kay Shipp.....	2444.....	343-4843
853.....	Property Management.....	Robert N. Palmer.....	Jimmie G. Kane.....	2463.....	343-5751
854.....	Office Services.....	Law A. Klinge.....		2451.....	343-6794
855.....	Director's Management.....	Michael J. Hennel.....	Carolyn P. Borden.....	2460.....	343-6132
856.....	Printing and Graphics.....	Victor A. Trilling.....	Sharon L. Derodick.....	2460.....	343-2125
859.....	Communications Section.....	Henry D. Myers.....		2656.....	343-5531
860.....	Program Evaluation.....	Vacant.....	Elizabeth A. Simms.....	315*.....	653-8860
870.....	Information Resources Management.....	Vacant.....	A. Jean Carlat.....	331*.....	653-8853
871.....	Records Management.....	Vacant.....		333*.....	653-8853
872.....	Telecommunications Management.....	Ronald B. DeRamus.....		330*.....	653-8853
873.....	Information Systems Management.....	John R. Webber, Jr.....		325*.....	653-8853

(A) Acting

*Board of Trade Building - 1129 - 20th Street, N.W.

**Premier Building - 1725 I Street, N.W.

***Marathon Building - 1717 H Street, N.W.

Fig. 2

The management system in the Bureau is basically comprised of land use planning, budget (including policy and programming, budget formulation, budget execution), and program accountability. Land use planning is a by component in making and accounting for the multiple use decisions that guide resource management plans (RMP) and must be tied to funding. The budget provides a central focus for program design and management control. The program accountability system (MBO's, PIPR, AWP, evaluations) is another control mechanism used in conjunction with the budget and not much with land use planning due to structure problems, scope, and a shorter time frame than is required for land use planning. Each of the mentioned control mechanisms is located in different arms of the Bureau and if integration into one overall office/unit etc. does not happen, the organization will continue to have difficulty translating program requirements into budget justifications and work force decisions will become increasingly divorced from program reality (Fig. 3).

Restructuring the BLM's management system is inevitable. Hopefully, management will have the foresight to cooperate, trust each other, and organize the Bureau in a manner that will result in the maximum net public benefit.

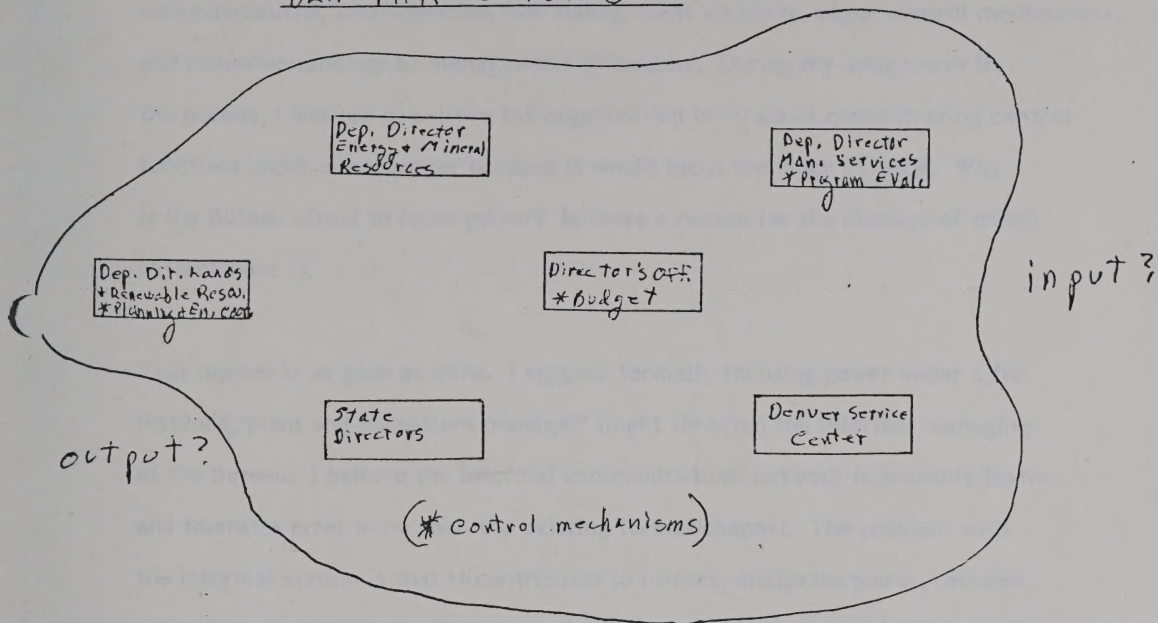
The Bureau must be able to focus the organizations power in order to expedite its use resulting in a timely coordinated management system. A basic task of top management is to fashion an effective system out of a collection of disparate components. All organizations have centrifugal forces, the highest management priority in BLM must be centripetal.

(Fig. 3)

BUREAU OF LAND MANAGEMENT

Location of Management Control Mechanisms*
within the BLM

BLM PHROG POND**



Questions -

- Where is The Fulcrum of power in the Bureau?
- How does management bridge the gaps between the control mechanisms?
- How/where does the Bureau apply management leverage for implementing programs?

"The job of most swamp managers is to maintain and enhance the swamp, not drain it ---" "The process of drainage destroys the swamp and allows people to cooperate rather than compete."

When an organization is not united, and I believe BLM is not, it breaks into subgroups (called pairing) to find answers and new (unofficial) leaders. Generally, this pairing results from an inefficient management system (lack of trust) that feeds on poor communications, inefficiencies, low management visibility, vague control mechanisms, and misunderstandings of management philosophy. During my assignment in the Bureau, I was led to believe the organization is afraid of concentrating control functions under one manager because it would focus too much POWER. Why is the Bureau afraid to focus power? Is there a reason for the absence of trust? (Attachment 1).

Your answer is as good as mine. I suppose formally focusing power under a, for instance, "plans and operations manager" might threaten the informal managing of the Bureau. I believe the informal communications network is probably faster and tolerates error more than the existing formal channel. The problem with the informal system is that it contributes to rumors, dissipates power, reduces management visibility, and only spreads to those participating in the "ole boy" system. Then, along comes the formal communication and it usually differs from the informal communication and disagreement results. Formal communications expeditiously released by a "Plans and Operations Manager" upon direction of ~~the~~ organization's top management is a major step in concentrating power and efficiency within an organization. Official communications reaches throughout the organization horizontally and vertically. The "wheels running the Bureau" begin turning at the same speed instead of moving at various speeds. Today's computer technology has considerable potential to revolutionize how organizations communicate, make decisions, and possibly how they are organized. How will the informal communications hierarchy react to this threat? Obviously, computers make it possible to communicate rapidly horizontally and vertically Bureauwide. BLM is beginning to automate various types of information and the next step will probably be electronic communications.

Hopefully, the Bureau will recognize the potential in this technology for improving its management system and support it. Some organizations rotate chiefs periodically to tear down organizational barriers, enabling more people to "know" how functions operate. This is a way to disperse power. Recently, Congressman J. Jones, Chairman of the U.S. House of Representative Budget Committee was removed because of a three term rule. The position is considered so powerful that rotating the chairmanship disperses power and enable others to learn the budget function. BLM might consider some similar method of dispersing power but at the same time cultivating trust in the organization.

Another thought, the Russians are leaders in many areas of science but not in computer sciences. Why? I venture the following. The Soviets censure much of what goes on inside their country which inadvertently impacts their computer technology. Computer technology threatens the current system, particularly the potential for communications and computers. Meaning information is power and computer communications could enable people outside the Communist Party to readily have access to information and communicate rapidly. Thusly, threatening the "ole boy party system." Sounds familiar. What next! Well, I am not going to jump into the "Phrog Pond," but I will put some thoughts on paper. How can the Bureau cut some of the management overburden but improve the management system? Top management must somehow generate trust within the Bureau. Not until that is accomplished can the people in the organization cooperatively create an efficient management system. When an organization generates trust to and among its people, then it can get down to work! So, the following thoughts on the BLM possible reorganization are mine and consequently, they will be "a sacrificial lamb." That is o.k.

Here goes. Integrate the budget and planning process from the lowest levels of the Bureau to the Director's office. Each arm of the Bureau would be responsible for managing its planning, budgeting, and annual workplan. At the Deputy Director's level for each arm of the Bureau this data would be consolidated and passed to the Director's office for Bureauwide consolidation. Communication, decisions, etc. would all utilize this horizontal and vertical process of managing the Bureau. The Management Operations Office in the Director's Office would manage the Bureau and be the link to the Department's PBA. This office might consist of 18-20 people. This approach would link the Bureau's control mechanisms and improve the coordination of overall program and management objectives. Structurally linking these functions would create a focal point within and outside the Bureau for communications and decision making. This new focal point of power would act as a "fulcrum" in the Bureau for meeting the myriad of challenges that it must face (Fig. 4). Most organizations have a highly visible focal point assigned the responsibility for overseeing its internal management and coordinating with the outside.

III. INTERVIEWS WITH OTHER FEDERAL LAND MANAGEMENT AGENCIES ON THEIR MANAGEMENT SYSTEM

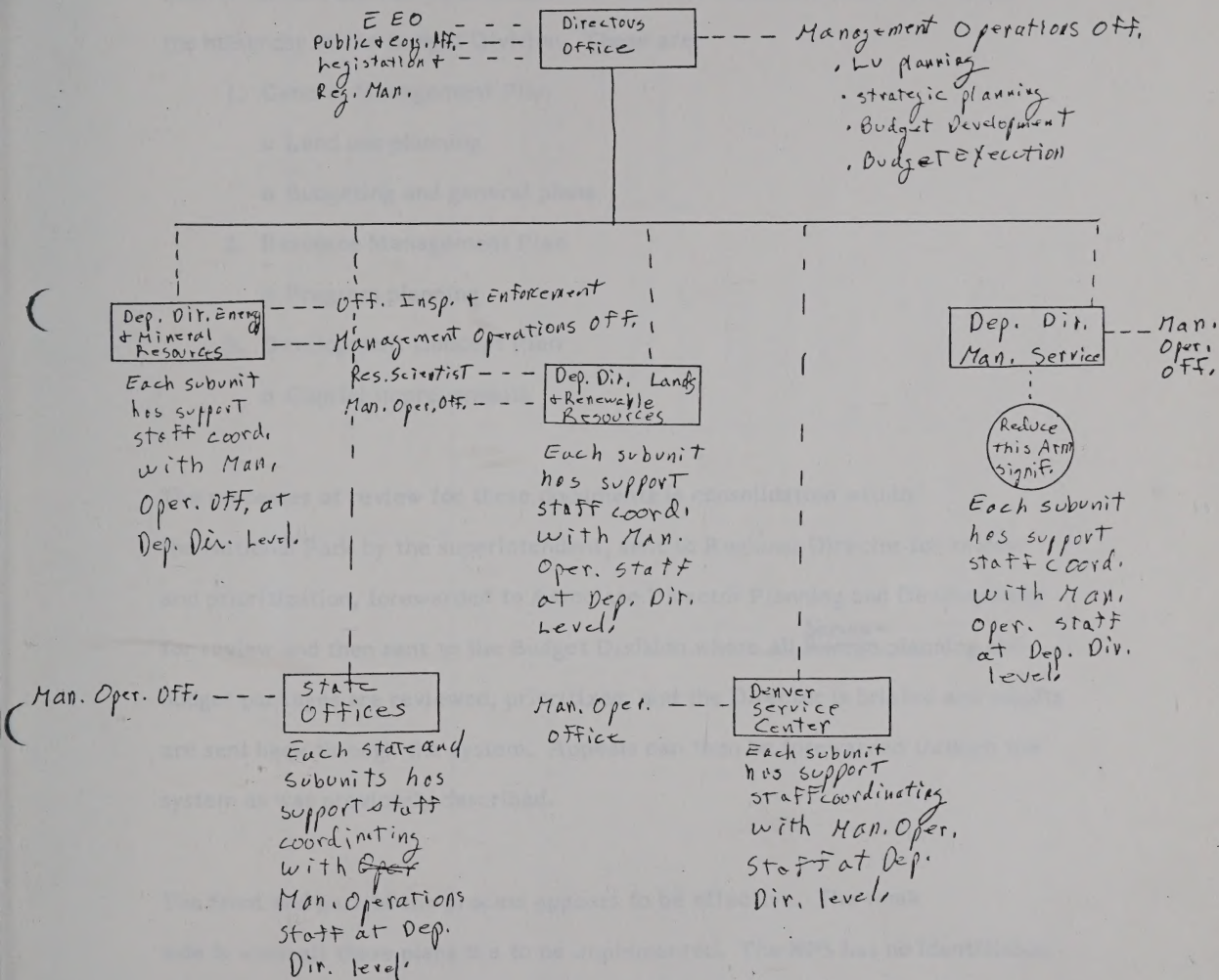
A. National Park Service

Interviewed Rory Westberg - Assistant Chief, Budget Division under Assistant Director, Financial and Data Systems

The National Park Service has merged all budget and planning under the Budget Division. The exception is Park Planning; each Park in the system has its own physical planning staff that reports to the individual park superintendent.

PROPOSED BLM REORGANIZATION

"Links Control Mechanisms"



Concept — Management Operations Off. in Director's Office manages, coordinates, has oversight responsibility Bureau wide for control mechanisms. Each Dep. Director and state Directors has Management Operation Offices they are responsible for managing and assist Director's Office in the planning and budgeting for the Bureau. Bureau now has a fulcrum of power up and down the hierarchy. Management (Power) is spread out which creates leverage.

In the National Park Service (NPS) all planning, programming, and budgeting is coordinated through the Budget Division (Fig. 5).

Each National Park has three documents that are submitted annually through the hierarchy to the Budget Division. These are:

1. General Management Plan
 - o Land use planning
 - o Budgeting and general plans
2. Resource Management Plan
 - o Program planning
3. Development Concept Plan
 - o Capital improvements

The processes of review for these documents is consolidation within the National Park by the superintendent, sent to Regional Director for review and prioritization, forwarded to Associate Director Planning and Development for review and then sent to the Budget Division where all ~~Bureau~~^{Service} planning and budget packages are reviewed, prioritized, and the Director is briefed and results are sent back through the system. Appeals can then be forwarded through the system as was previously described.

The front end part of the process appears to be effective. The weak side is when all these plans are to be implemented. The NPS has no identifiable formalization of short and long-range goals giving the implementation process lack of direction Bureauwide. They have not worked out the steps to accomplish goals. This problem is being addressed in the ~~Bureau~~^{Service}. Also the financial accounting system is very dated and not automated. The ~~Bureau~~^{Service's} has difficulty with timely cost accounting and projecting areas of funding shortfalls. Funds to automate the system have been requested but may get cut.

NATIONAL PARK SERVICE

DIRECTOR

DEPUTY DIRECTOR

SPECIAL
ASSISTANT
POLICY
DEVELOPMENT

OFFICE OF
PUBLIC
AFFAIRS

LEGISLATIVE
AND
CONGRESSIONAL
AFFAIRS

OFFICE OF
INFORMATION
MANAGEMENT

EQUAL
OPPORTUNITY
OFFICER

OFFICE OF
BUSINESS AND
ECONOMIC
DEVELOPMENT

ASSOCIATE DIRECTOR
NATURAL RESOURCES

- Air and Water Quality Division
- Special Science Projects Division
- Energy, Mining and Minerals Division
- Biological Resources Division

ASSOCIATE DIRECTOR
PARK OPERATIONS

- Visitor Services Division
- Engineering and Safety Services Division
- Concessions Division

ENVIRONMENTAL
SANITATION
OFFICER

ASSOCIATE DIRECTOR
CULTURAL RESOURCES

ASSISTANT DIRECTOR
CULTURAL RESOURCE
MANAGEMENT

- Interagency Resources Division
- History Division

ASSISTANT DIRECTOR
CULTURAL RESOURCE
ASSISTANCE

- Park Historic Architecture Division
- Preservation Assistance Division
- HABS/HAER Division

ASSISTANT DIRECTOR
ARCHEOLOGY

- Anthropology Division
- Archeological Assistance Division

ASSOCIATE DIRECTOR
PLANNING AND
DEVELOPMENT

- Recreation Resources Assistance Division
- Cooperative Activities Division
- Park Planning and Special Studies Division
- Environmental Compliance Division
- Land Resources Division
- Recreation Grants Division

DENVER SERVICE
CENTER

HARPERS FERRY
CENTER

ASSISTANT DIRECTOR
FINANCIAL AND
DATA SYSTEMS

- Finance Division
- Budget Division *
- Data Systems Division

ASSISTANT DIRECTOR
PERSONNEL AND
ADMINISTRATIVE
SERVICES

- Administrative Services Division
- Personnel Division
- Training Division

The lesson here is the NPS has organized their management system well for program development but ^{falls} ~~fell~~ short on program execution. Funneling all planning and budget activities through the Budget Division enables the ^{Service} ~~Bureau~~ to have a focal point for its management. The ^{Service} ~~Bureau~~ is looking at ways to emphasize short and long range planning in the Budget Division.

B. Fish and Wildlife Service

Interviewed Ed Verburg - Assistant Director, Planning and Budget, Office of the Director

The Fish and Wildlife Service (F&WS) has devoted considerable resources in to the development of its management system. Organizationally, Planning and Budget is in the Director's office with Bureauwide responsibility and all planning and budget activities flow to and from this office (Fig. 6). A program Management System (PMS) has been developed and is functioning Bureauwide. (Attachment 2).

The PMS is documented and the manuals are now distributed throughout the Bureau. This system links planning, budgeting, and evaluation activities. It is tailored to regional resource plans that feed into the national F&WS budget.

I am very impressed with the F&WS PMS and recommend the BLM study this management system. In the description of the PMS you will notice F&WS has established a steering committee comprised of the Bureau's top management that meets once a year. The purpose of the committee is to provide policy guidance for the planning, budgeting, and evaluation

D/DD

PLANNING
AND
BUDGET
(AP)

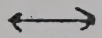
PROGRAM
ANALYSIS (PA)

*plan
- budget*

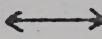
PROGRAM
PLANS (PL)

- policy

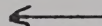
BUDGET
EXECUTION,
SCHEDULES,
AND
ANALYSIS



BUDGET
FORMULATION,
NEGOTIATION,
AND
PRESENTATION



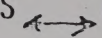
BUDGET
DEVELOPMENT
AND
EVALUATION



PLANNING

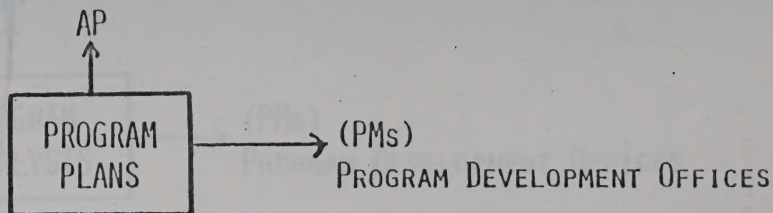


POLICY
ANALYSIS
AND
NATIONAL
SURVEYS



SOCIAL
ASSESSMENT

Fig. 1



BUDGET
DEVELOPMENT
AND EVALUATION
(INTERNAL BUDGET)

- ANNUAL BUDGET
GUIDANCE (+ 2 Yrs)
- POLICY CONFERENCE
- ISSUE PAPERS
(REIMBURSEMENTS)
- EVALUATION CONFERENCES

PLANNING

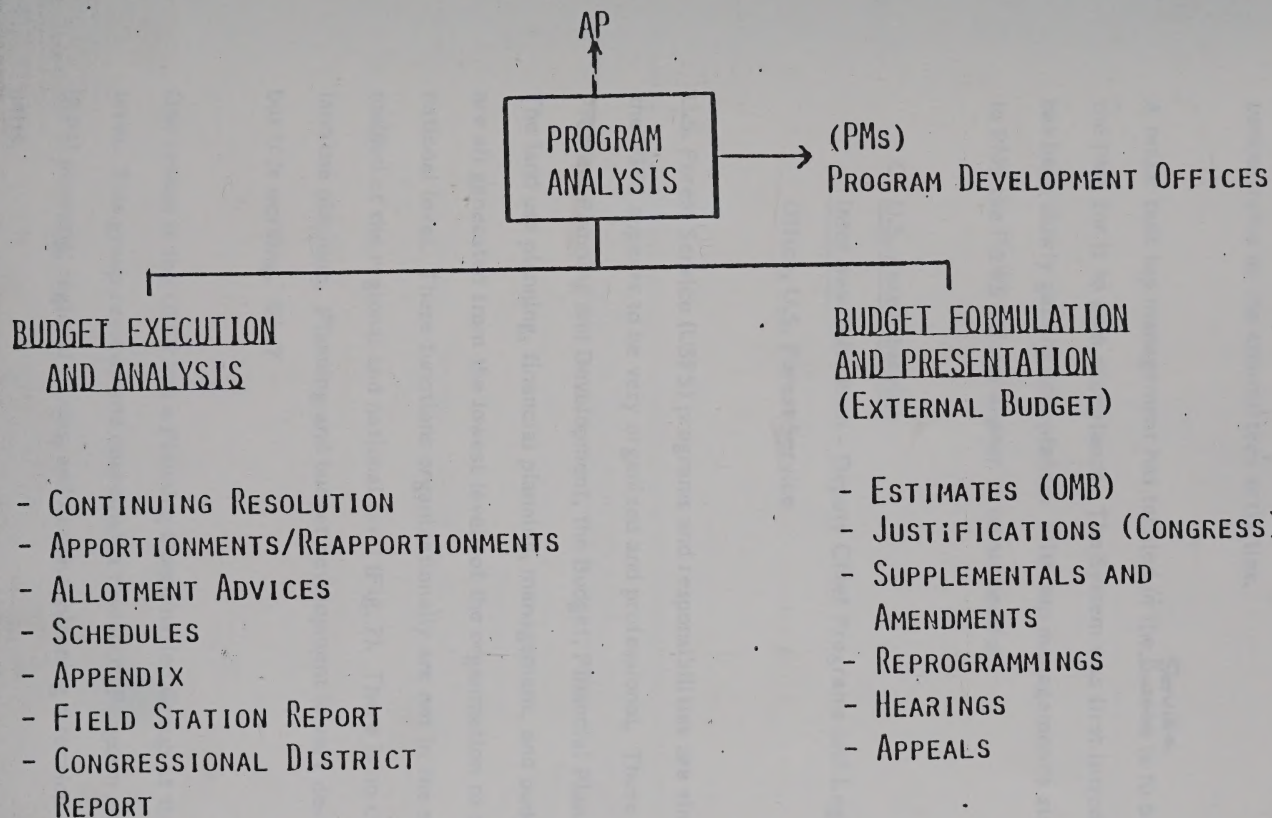
- SERVICE MANAGEMENT
PLAN
- PROGRAM MANAGEMENT
DOCUMENTS (COORDINATION)
- RRP's
- MBOs
- COATES STUDY

POLICY ANALYSIS
AND
NATIONAL
SURVEYS

- 1980 F&H SURVEY
- MB REGULATIONS
- OREGON INLET
- CONOWINGO DAM

SOCIAL
ASSESSMENT

- KELLERT REPORTS
- PUBLIC COMMENT
ANALYSIS
- DEPARTMENTAL
FISH AND WILDLIFE
POLICY



activities in the Bureau. It also has three subcommittees which concentrates on the committees' activities.

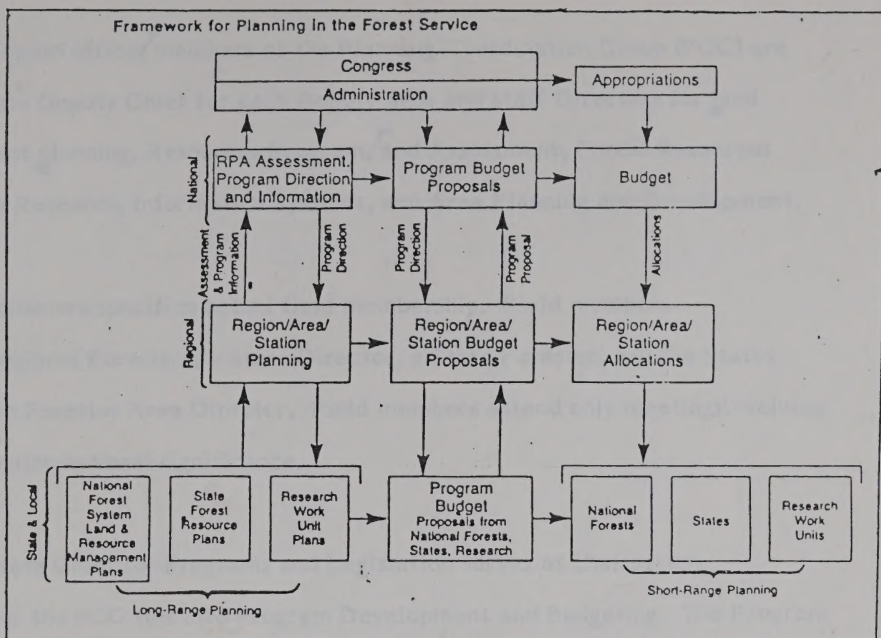
A major task top management has tackled in the ~~Bureau~~^{Service} is to be identified with the PMS for it to gain acceptance. The System was first introduced in 1973 and has been slowly gaining acceptance. With top management's strong commitment to PMS the F&WS efforts appear to be successful.

C. U.S. Forest Service

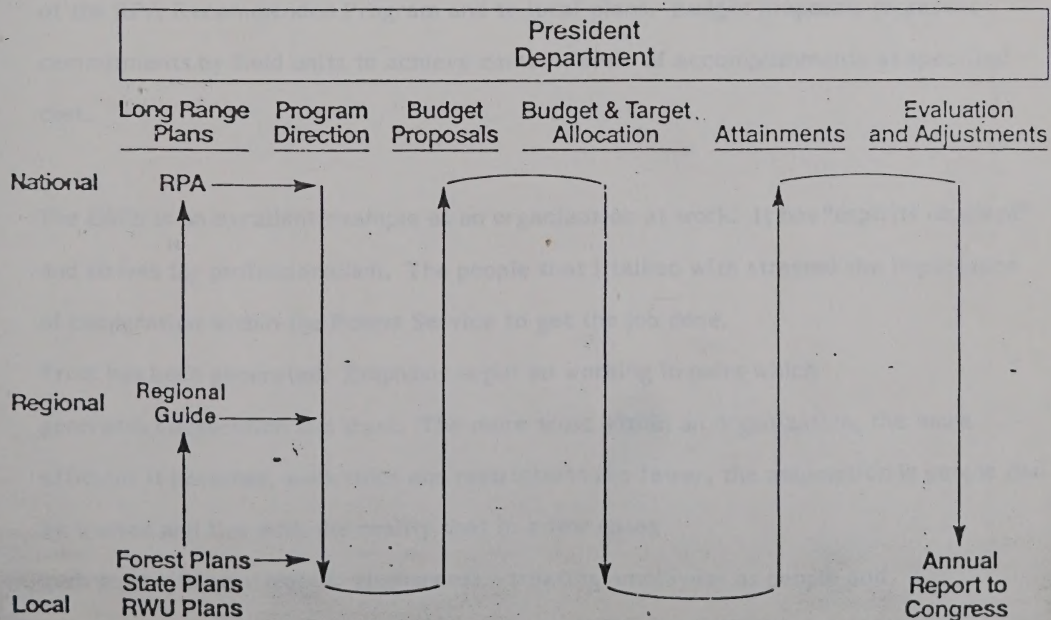
Interview John Rich - Deputy Chief Programs and Legislation, Washinton Office, U.S. Forest Service

U.S. Forest Service (USFS) programs and responsibilities are similar to the BLM. On paper, the USFS appears to be very organized and professional. There is good documentation on Program Planning and Development, the Budget, Financial Planning, and Management. The land use planning, financial planning, management, and budget development are all generated from the lowest levels of the organization to the national level. These functions organizationally are not in the same unit but are melded at the regional and national level (Fig. 7). There is no central financial planning or land use planning. Planning and budget development is very de-centralized but it is working. Why?

One reason is the USFS has a Planning Coordination Group at the National level. This group reviews and coordinates resources Program and Assessment (RPS) planning, regional guides, and national planning direction sent to field units.



Forest Service Management Model



The Washington office members of the Planning Coordination Group (PCG) are an Associate Deputy Chief for each Deputy area and staff Directors for land management planning, Resources Program and Assessment, Forest Resources Economics Research, Information Systems, and Area Planning and Development.

The PCG charters specifies actual field membership. Field members are two Regional Foresters, a State Director, a State Forester, and the States and Private Forestry Area Director. Field members attend only meetings involving items of major national significance.

The Associate Chief for Programs and Legislation serves as chairperson. The work of the PCG ties into Program Development and Budgeting. The Program Development and Budget process is a key link in complementing the PCG plans (Fig. 8). It sets priorities and determines financing for programs and projects. The annual process starts with the Chief of the Forest Service issuing direction to field units to submit budget proposals tied to their share of the RPA Recommended Program and to local plans. Budget proposals represent commitments by field units to achieve certain levels of accomplishments at specified cost.

The USFS is an excellent example of an organization at work. It has "espirits de corps" and strives for professionalism. The people that I talked with stressed the importance of cooperation within the Forest Service to get the job done.

Trust has been generated. Emphasis is put on working in pairs which generates cooperation and trust. The more trust within an organization, the more efficient it becomes, work rules and restrictions are fewer, the assumption is people can be trusted and live with the reality that in a few cases

such trust will be violated. Humanness - treating employees as people and not as objects. Treating employees as objects denies them of their very essence

PROGRAM DEVELOPMENT AND BUDGETING PROCESS
STEPS FOR COMPLETE BUDGET CYCLE

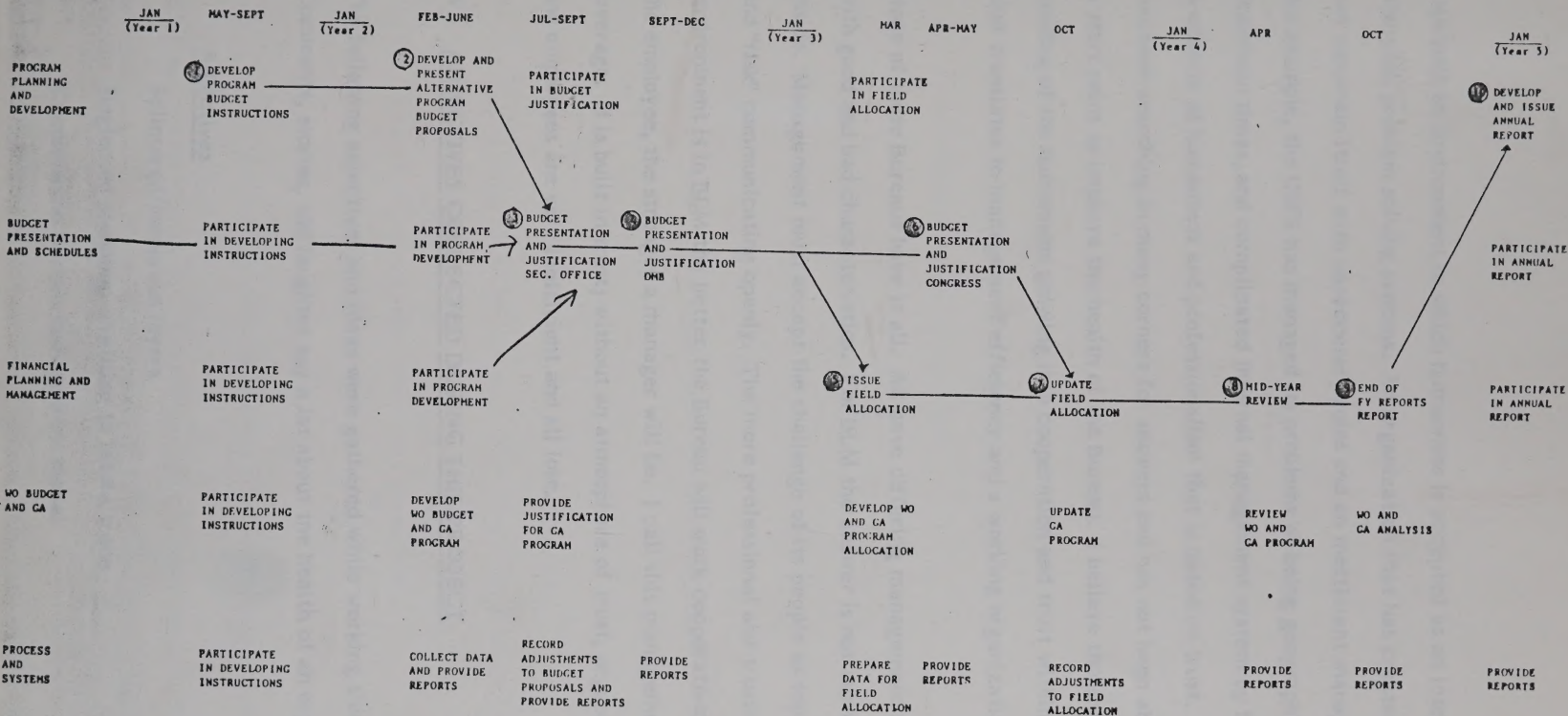


FIG. 8

has built an environment in which humanness is accepted as an integral part of the work problem solving process. An organization that has created TRUST will not constrain itself with unnecessary rules and an inefficient management system. An example, the USFS has managed its problems of being geographically dispersed, uncertain times, and complicated internal management system by fostering a climate of humanness and professionalism that is based on trust. The BLM has been searching in many corners for answers and has not been able to identify a start point to improve the health of the Bureau. I believe the answer is the seeding of the humanness growing into cooperation and trust within the organization that translates to management efficiency and a working organization.

None of these Bureaus have it all. All have differing management systems with good and bad characteristics. For BLM the answer is not out there, it's inside. Management must accept the challenge of its people as top priority and "risk" communicating openly. The more professional and trusting the work environment is in BLM the better the Bureau will work cooperatively. The stronger the employee, the stronger a manager will be. I call this management leverage. It is built in trust; without an atmosphere of trust, organizations, managers, and employees are very inefficient and all lose.

IV. ADJECTIVES COLLECTED DURING THIS PROJECT

The following adjectives and ideas were gathered while working this project. Comments, stories, and laughter say a lot about the health of an organization.

Adjectives

Splintered/numerous layers

Neglected planning, unwilling to leave a trace

Cumbersome Bureau management model

Compartmentalized thinking

Increments management

No fulcrum of power

Primary constraint for change is lack of trust

Process of evolution

Reluctance for risk taking/creativity/resist change

Internal oriented/not open to outside

Where is the polish/pizazz

Employees appear old/complacent/non-drivers

Afraid of concentrations of power/no trust

No cooperation, but competition

Where's the new blood

Lack of professionalism/pride/trust

Streamline management by reorganizing

Documentation needs support

High visibility and commitment by top management

Open communications

Major control function required for Bureau

Automation will threaten old-line management

Long range planning should be impacting short time decision making

Systems approach to problem resolution is lacking

What/who melds Bureau employees *together*

Fashion an effective management system

Social unrest when under capacity

Conflict between field and headquarters--new look in field/older in

headquarters

Conflict prevents organizations from doing something significant
Negative fantasies/obscure objectives/escape/afraid of the unknown
Organizational fantasies/indicator of health
Positive fantasies--not afraid of risk
Time is crucial--it's how you use it
No individual behavior--all part of the herd
Abilene Paradox--all agree to something no one secretly likes
Myth of the Sphinx--when you risk confronting a leader you must be
willing to take over

V. SUMMARY

This project has looked at the BLM management system, ^{and} other land management agencies, and a listing of some indicators of the Bureau's health and how it is perceived.

The Bureau is charged with one of the country's most precious resources, managing the public lands in a manner that will result in the maximum net public benefit. The top task of BLM management is to improve the management of the Bureau so it can best manage the public lands. How can this be done?

Reviewing this project, I would first stress developing employee trust of management motives before any organizational changes. Once a management commitment is known to the employees, begin working on linking the control functions of the Bureau. BLM possibly is one of the most difficult Bureau's to manage in the government because of its land management and enforcement responsibilities. Will the Bureau's management accept the challenge and create a climate of trust so all employees can cooperatively best manage the public lands?

Reprinted from

ORGANIZATIONAL DYNAMICS

Organizations as Phrog Farms

Jerry B. Harvey



Organization development can best be viewed as the process of draining the organizational swamp. In a witty, caustic attack, Harvey describes management as it is customarily practiced—and OD as it is seldom seen.

Organizations as Phrog Farms

Jerry B. Harvey

A short time ago I received a telephone call from a friend of mine who was employed as an OD specialist in a large corporation.

"Jerry, I've just been fired," he said.

"Fired? You mean you are out of a job completely?"

"Well, not completely," he replied. "I'm just no longer an OD specialist. In fact, the whole function has been wiped out. They have given me a make-work job in salary administration. It's a nothing job, though. I hate it. I was really interested in doing OD. All I'm doing now is scutt work and drawing a paycheck."

"Why were you fired, Hank?"

"I'm not really sure. I've never heard the reason directly. My boss's boss was the one who really did the firing. He told my boss to do it."

"Why did he tell your boss he wanted you fired?"

"My boss was vague about it. He just said his boss had said I wasn't powerful enough to do the job."

"What did your boss's boss say to you when you asked him about it?"

"I haven't talked with him."

"Why not?"

"That would be violating the chain of command. You don't do that around here."

"Why not?"

"You can get fired for that."

"But Hank," I said, "You *have* been fired."

"Oh!"

And then, perhaps because I had recently read my children the fable of *The*

Princess and the Frog, I said, "Hank, your boss's boss is correct. You aren't powerful enough to do the job. In fact, for all intents and purposes, he has turned you into a phrog. I can almost see you in a big phrog pond with your boss's boss sitting on a willow stump saying to himself, 'I think I'll turn ol' Hank into a phrog.' "And then he waves a magic wand, mutters some mystical-sounding incantation and concludes with, 'Hank, you are a phrog,' and suddenly you have web feet. "Hank, you are now a phrog."

The silence at the other end of the line was seemingly interminable.

Finally, out came the poignant, one-word reply that echoed down the line, "Ribbit."

ORGANIZATIONS AS PHROG FARMS

After talking with Hank at some length about his life in the phrog pond, I got to thinking that most formal organizations are, metaphorically speaking, phrog farms. By phrog farms I mean that they turn a lot of good people into phrogs. In addition, if we accept the metaphor of organizations as phrog farms, we might conceptualize organization development as the process of draining the swamp. Therefore, building upon that metaphor, I would like to suggest a number of hypotheses, to make some generalizations, and to conceptualize some issues of organization, management, and organization development within the framework of life in the swamp. These various statements are provided, in no particular order of importance and in no conscious linear sequence, as follows:

1. All organizations have two essential purposes. One is to produce widgets, glops, and fillips. The other is to turn peo-

ple into phrogs. In many organizations, the latter purpose takes precedence over the former. For example, in many organizations, it is more important to follow the chain of command than to behave sensibly.

2. *Phrog* is spelled with a *ph* because phrogs don't like to be known as frogs, and they try to hide their phroginess from themselves and others by transparent means. In short, once one has been transformed into a phrog, one likes to attempt to hide that fact. For one who has been a person, it's a great come-down to be a phrog.

3. Phrogs tend to live a solitary life in the swamp, or as one phrog said, "It's a lonely life on the lily pad." Phrogs compete with one another for insects, vie for the right to head the flicking order of the swamp, and are ultimately evaluated for what they do in their own mud flats. Furthermore, phrogs don't really get rewarded for how well they sing in the chorus. Given that, is it any wonder that a common phrog maxim is, "You can't get involved with other phrogs in the swamp; someday you may have to appropriate their lily pads"?

4. Phrogs speak the Language of Ribbit. The language is simple because it contains only one word, but it doesn't communicate very well. When all the phrogs in the swamp croak "Ribbit," the swamp is noisy as hell, but not a lot of real information is ever exchanged. You see, accuracy of information is not very important in the swamp. In fact, any time a person enters the swamp, he or she is generally told why the Language of Ribbit is the only possible language of the swamp, despite the fact that phrogs don't learn much from one another when they use it. For that reason, people have a difficult time talking with phrogs. In fact, they seldom talk with phrogs at all.

5. Most phrogs spend more time flicking flies in the fog than in draining the

swamp. As best I can tell, their behavior is circular. If they were to spend time draining the swamp, there would be no flies to flick and no phrogs. For that reason, it's very important to phrogs to maintain the swamp as it is rather than to drain it.

6. In phrog farms, bullphrogs generally get to be fresident. Stated differently, the better a phrog can tolerate the loneliness of his lily pad, the more competent he becomes at speaking the Language of Ribbit, the more facile he becomes in flicking flies, the more skillful he becomes at appropriating others lily pads, and the more adroit he becomes at maintaining the swamp, the more likely he is to become fresident.

7. Bullphrogs are greatly revered in the swamp. In fact, other phrogs assume bullphrogs have magical powers because of their unusual abilities to turn people into phrogs. In one sense, such reverence may not be misplaced. They are apparently instrumental in the process of phrog production. It is strange to me, though, that we have devoted so little effort to understanding the role that humans play in permitting phrogs to attack them in the swamp.

8. The magic exercised by bullphrogs comes from humans' belief in it. The tyranny of bullphrogs stems not from the reality of the bullphrogs' power, but from the belief of humans in the Myth of Bullphrog Power.

9. Belief in the Myth of Bullphrog Power prevents one from having to take responsibility for the fog and mud and moss that make up the atmosphere of the swamp.

10. Bullphrogs—particularly fresidents—frequently feel very trapped in the swamp. Many of them are destroyed by it.

They feel trapped because they are trapped.

Mr. Nixon was not an aberration.

11. One of the peculiarities of the

swamp is that the masses of swamp phrogs both worship and destroy bullphrogs for the very qualities of phroginess that resulted in their becoming fresident.

12. Darwinians say only the strongest go to the top of the phylogenetic scale.

Phrogologists say only the weakest go to the top of the same scale.

Both say only the fittest survive.

One is incorrect.

13. Another peculiarity of the swamp is that cowphrogs seldom become fresident. Cowphrogs apparently don't have the capacity for loneliness, the Language of Ribbit, fly flicking, and swamp maintenance that bullphrogs have. If, by chance, they do develop that revered capacity, they become cowphrogs in bullphrog's clothing, and their croaks deepen.

14. The process of producing phrogs is not sexual—it's magical.

15. OD generally consists of phrog kissing, which is magical, harmless, and platonic.

16. Any activity designed to facilitate phrog kissing is an example of ODD behavior—cosmetic organization development or organization development by deception—or OD as practiced by phrogs. Activities such as phrog chorus-building, interlily-pad conflict resolution, phrog sensing, phrog-style assessment, marsh groups, tadpole development, and phrog coaching in the absence of swamp drainage and area reclamation are examples of phrog kissing by *ODDITIES*.

17. Phrog kissing is a seductive activity. Frederick Herzberg claims that being seduced is ultimately less satisfying than being raped, because when we are seduced, we are, in fact, part of our own downfall. Stated differently, and in our context, ODD specialists are frequently seduced into phrog kissing, an activity that seldom leads to love-



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making but frequently adds to the warts on the kisser's face.

18. Many organization members belong to Phrognarian Networks, and Swamp Maintenance Associations. The purpose of such networks and associations is to meet and exchange information regarding the nature of the fog in each member's respective swamp. Since the Language of Ribbit is employed, such exchanges seldom allow one to differentiate one swamp from another. Phrogs seem to get reassurance from noting the similarity among their swamps. Or, as one bullphrog put it, "Misery loves com-

pany and miserable phrogs love miserable companies."

19. Occasionally, during meetings of Phrognarians, a phrog pharts in the fog. When that happens, that phrog loses some of his or her phroginess and therefore represents a great threat to the balance of the swamp. Phrog pharts are seldom sanctioned by Phrognarians. They are too real. They put holes in the fog and ultimately threaten the atmosphere of magic required to maintain the swamp.

20. There is a myth on the part of phrogs that kissing another phrog turns that phrog into a prince. I think it should be noted that, in general, kissing a phrog only produces skin irritations. For those who decide to kiss anyway, I think they should also realize that, in all that fog, it is very difficult to determine which way a phrog is facing.

21. Phrogs frequently try to set traps for one another. Phrog traps have a peculiar quality because they catch only the phrogs who set them. Stated differently, if you have to set a phrog trap, there is no need to do so. You are already in it.

22. So that the technology of setting phrog traps is not lost to future generations, phroffessors of marsh management are hired by Schools of Swamp Maintenance to research and teach. (Phroffessors of marsh management are not limited to Swamp Maintenance Schools. In fact, they are on the faculties of all kinds of teaching organizations, defined not by what they teach but by the attitude and approach with which they teach it.) The work of such phroffessors is governed by the underlying credo that is frequently displayed on their respective lily pads. It goes something like this: "If the tadpole hasn't learned, the phroffessor hasn't taught."

The underlying rationale of that credo is rather peculiar if subjected to 19

ciose scrutiny. To explain, it clearly implies that the basic responsibility for the tadpole's learning belongs to the phrogfessor. Consequently, if the tadpole does a lousy job, the phrogfessor is at fault. Likewise, following the same logic rigorously, if the tadpole does competent work, the phrogfessor must also get the credit. For all intents and purposes, then, the tadpole doesn't exist, except as some sort of inanimate, passive receptacle for the phrogfessor's competence or incompetence.

23. Given that such a teaching attitude implies that students have no animate existence, is it any wonder that students seem to fit so well into the lonely parallelism of the swamp? Is it also any wonder that when someone accepts responsibility for another's learning, that person ceases to be an educator and becomes a phrogfessor, whose primary job is to prepare tadpoles for life in the swamp?

24. People frequently become phrogs in other kinds of organizations by the same process. After all, a common swamp saying is, "You can delegate authority but you can't delegate responsibility."

Translation: "You are responsible for your subordinates' performances. If your

subordinates perform competently, it is because of you. If they perform incompetently, it is because of you, too. Like students, they don't even exist, except as extensions of you. They are objects you must manipulate in the best interests of the swamp."

If phrogs don't feel they are responsible for the performance of their subordinates, then why do so many of them go to training programs designed to help them alter their styles of phrogging. As I see it, they do it because they believe they are responsible for their subordinates' performances and that their style (as opposed to their essence) has something to do with how effectively their subordinates perform.

25. All of us are phrogs at one time or another. All have the potential to develop webbing between their toes. All have experienced the terror of the trap, and accepting responsibility for others actions is the bait with which phrog traps are set.

26. Many bullphrogs can't laugh at the absurdity of their lives in the swamp. Such phrogs tend to become steerphrogs and are very poignant creatures. Bullphrogs frequently die laughing, but I have never seen a steerphrog laugh. They just croak.

27. The seat of our government is

"The job of most swamp managers is to maintain and enhance the swamp, not to drain it.... The purpose of swamp consultants—in the eyes of swamp managers—is to help the swamp operate
20 *effectively...."*

located in Washington, D.C., in a swampy area of the city known affectionately to some as "Foggy Bottom." For many, it is also the locus of the "bureaucratic mess." Perhaps it should be renamed, "Phroggy Bottom."

28. *Making Waves in Foggy Bottom*, by Alfred Marrow, is a book about an OD effort to clean up the bureaucratic mess in the U.S. Department of State. In its essence, the book is about the failure of that effort. Should you decide to read it, you might come to realize that making waves—in any organization—is a very different process from draining the swamp.

29. The size of the swamp is growing; the world may ultimately be inhabited by phrogs. Air pollution is not really as great a threat to future generations as phrog pollution.

30. The swamp is ultimately evil. Hannah Arendt described how phrog farms, despite their benign appearance, tend to develop bullphrogs with an enormous capacity for evil. Adolph Eichmann was not an aberration either.

31. The job of most swamp managers is to maintain and enhance the swamp, not to drain it. For example, Winston Phrog-hill said, "I was not made marsh minister to preside over the draining of the swamp."

32. The purpose of swamp consultants—in the eyes of swamp managers—is to help the swamp operate effectively, not to drain it.

33. Most OD literature is designed to facilitate swamp management, not area reclamation. Most managers are phrog farmers. Most OD specialists and phrogfessors of marsh management are phrog farmers' helpers. The relationship is symbiotic.

34. Most phrog farmers and their helpers are aware of their lots in the swamp. Most have about all the consciousness they

can bear. May God have mercy on their souls.

35. God does have mercy on their souls. Otherwise, God would be the greatest phrog farmer of them all.

ALTERNATIVES TO LIFE ON THE PHROG FARM

With all those objects around, it is indeed a lonely life on the lily pad.

"What is the alternative to life in the swamp?" you ask. My pen is poised to frame a reply. After all, isn't that my job as a responsible phrogfessor, to provide some answers to the problems of the dismal swamp?

The temptation is great.

Suddenly, though, I see that sign on my lily pad and realize that another feature of phrogs is that they are frequently afraid to think. It's not that the thoughts are not there. In fact, in the swamp, there are plenty of thoughts to be thought. But who is to think them? Certainly not phrogs because thinking is as dangerous to the ecology of the swamp as passing gas in the fog.

Not thinking, or getting someone else to be responsible for thinking one's thoughts, is not without its advantages. As long as a phrog can get someone else to take responsibility for changing the climate of the swamp.

I do know, though, that noncosmetic organization development involves swamp drainage and area reclamation and is done by humans, not phrogs. Ultimately, that process of drainage and reclamation destroys the swamp and includes such modifications in the swamp's environment as building habitats that allow people to cooperate—rather than compete. Such habitats allow people to:

- Get paid as pairs, teams, and organizations rather than as individuals. If two
- 21

individuals get paid for working as a pair, it is amazing how much interest they take in helping one another succeed.

- Work in nonzero-sum climates when it comes to promotion, layoffs, salary, performance appraisal, and grades. For example, during bad times, phrogs lay others off in terms of seniority. People don't lay one another off at all. They all take proportionate pay cuts and therefore learn that they can rely on one another during both good and bad times.

People with zero-sum attitudes believe that the outcome of any interpersonal encounter is zero, that is, "If you get a payoff of plus one, I must get a payoff of minus one, and the outcome is zero." Stated in day-to-day language, people with that attitude say, "If you win, I must lose." People with nonzero-sum attitudes believe that the outcome of any human encounter can be other than zero, that is, we can both win and, if we do, under certain conditions, it is not one plus one equals two but rather, with synergism, three.

- Leave the environment when they lose interest in it. For example, when it comes to vesting (of rights), people don't wear vests, phrogs do.

- Accept personal responsibility for their own activities in the habitat. Phrogs, for instance, demand that bullphrogs take responsibility for the swamp. People will not permit others to take over their responsibilities for the habitat and its operation.

- Trust one another in a wide variety of situations. Phrogs distrust 'most everybody. Given their distrust, they put in time clocks which say, "We don't trust you to do an honest day's work, so prove that you did." They demand doctors' certificates when someone calls in ill. They have private offices so that others access to them

is limited and so that their conversations and work with other phrogs can't be observed and overheard. They demand close verification of expense accounts because "Everyone knows those slick swamp salesmen would rob the marsh blind if a bullphrog doesn't keep tabs on them." They keep just-in-case (JIC) files to protect themselves from other phrogs' poisons.

People have, by contrast, very few rules and procedures that question the honesty of others. In fact, they assume other people can be trusted and live with the reality that in a few cases such trust will be violated.

- Be treated as subjects—not objects. R. D. Laing has pointed out that one way to make others mentally ill is to treat them as depersonalized objects or things, (that is, objectively) rather than as "personalized" subjects (that is, subjectively). Bullphrogs try to treat others objectively. They try to gauge the performance of others objectively, and they try to "keep their feelings out of the situation." However, when you treat another objectively (that is, as an object), you should know that the price of being objective—eliminating one's feelings from the situation—is that you become an object yourself, since you have denied the very essence of your own humanness. Thus are bullphrogs born.

Humans don't treat one another as objects. They try instead to build a work environment in which human subjectivity is accepted as an integral part of the habitat's problem-solving process.

"You still haven't answered the question of "What do we do to save ourselves from the swamp?" you may say. You are too vague, too idealistic, and too impractical. You certainly have not fulfilled your responsibilities as an article writer."

I hope you don't feel that way, but

if you do about all I say is: "You're right. I haven't. I tried."

"Ribbit."



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R. D. Laing describes the impact of de-personalization in his book, *The Divided Self* (Pelican Books, 1965).

If you want to be terrified by the po-tential evil of swamp-bound organizations, read Hannah Arendt's *Eichmann on Jerusalem* (Vik-ing Press, 1965).

Finally, after skimming Bartlett's *Fa-miliar Quotations*, I am intrigued by the way in which frogs have long played an important part in literature and mythology. Authors from Goethe to Mark Twain have made noteworthy references to frogs in their works, and in those references frogs have ultimately served some serious purpose. Perhaps one ancient poet (Bion) spoke for all Phrogologists when he said, "... though boys throw stones at frogs in sport, the frogs do not die in sport but in earnest."

THE GEORGE WASHINGTON UNIVERSITY
SCHOOL OF GOVERNMENT AND BUSINESS ADMINISTRATION
DEPARTMENT OF MANAGEMENT SCIENCE

Phrog Index

by

Jerry B. Harvey

- | | | |
|---|---|---|
| 1. In general, people work most effectively when they are treated as independent, self-sufficient, separate individuals. | T | F |
| 2. In general, people work most effectively when they are treated as persons who are interdependent, social, and community-oriented. | T | F |
| 3. Creating competition among individuals for pay, promotion, and recognition is a powerful way to increase organizational effectiveness. | T | F |
| 4. In achieving organization goals, I work most effectively with those with whom I am competing for pay, promotion, and recognition. | T | F |
| 5. It is very important that a manager be objective when dealing with subordinates on matters such as performance appraisal, pay, promotion, and recognition. | T | F |
| 6. I work most effectively with those who treat me as an object. | T | F |
| 7. Occasionally, it is necessary for a manager to lie to or deceive others in his/her own organization in order to achieve organizational objectives. | T | F |
| 8. I work most effectively with those who occasionally lie to me. | T | F |
| 9. The higher you go in management, the more you have to accept loneliness and isolation as part of the job. | T | F |
| 10. I enjoy being lonely and isolated and find I am more effective the more lonely and isolated I am. | T | F |
| 11. You can delegate authority to do the job but you cannot delegate responsibility. | T | F |
| 12. I do my best work when others accept primary responsibility for the work I do. | T | F |
| 13. You are more likely to get ahead in this organization if you don't question the actions or directives of superiors, even if you think they are wrong. | T | F |

14. I work most effectively for superiors who indicate that they don't like for me to question their directives or actions.

T F

15. Assuming that each is technically competent, which of the following two managers is most likely to be promoted to the upper levels of your organization ? (Check one)

Manager A. Is independent, self-sufficient, and competitive. Is objective, detached, and occasionally deceptive when dealing with others. Likes to see things done in his/her way. Can tolerate feeling rather lonely and isolated. Accepts responsibility for 'subordinates' work.

Manager B. Wants to work closely with others. Is sociable and cooperative. Is subjective and emotional in dealings with others. Never lies. Is open to influence from subordinates who disagree with his/her point of view. Isn't comfortable feeling lonely or isolated. Doesn't accept responsibility for subordinates' work.

16. Which is most like you? (Check one)

1. Manager A
2. Manager B

17. God is crazy.

T F

18. God is love.

T F

19. Which word (crazy or love) would best describe your organization? (Circle one)

Crazy Love

